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Note by the President of the Security Council

At the Council's 4538th meeting, on 22 May 2002, which was presided over by the Minister for Foreign Affairs of Singapore, S. Jayakumar, the Chairman of the Ad Hoc Working Group on Conflict Prevention and Resolution in Africa, Ambassador Jagdish Koonjul, Permanent Representative of the Republic of Mauritius, provided the wider membership with a comprehensive "outreach" briefing on the role, function and programme of work of the Working Group. Member States were also given an opportunity to provide their views and inputs on the Group.

The interactive debate following the briefing was rich, deep and wide-ranging. At the end of the debate, the President of the Security Council, Professor Jayakumar, drew, on his own responsibility, some specific conclusions to be fed into the future work of the Group as well as the work of the Council on African issues. A copy of the President's concluding remarks is attached (see annex I), and is also available on the Singapore presidency web site, at www.mfa.gov.sg/unsc/. This was a first step towards culling the many important points made during the debate. These points have since been further refined with a view to distributing them to all United Nations Member States.

Also attached are the consolidated summary conclusions drawn from the meeting on 22 May 2002 (see annex II), which have been conveyed to the Chairman of the Working Group for its consideration. These conclusions have been drawn on the responsibility of the Singapore presidency. The points are not arranged in any particular order, nor are they exhaustive. The conclusions could be used in conjunction with the verbatim record of the 4538th meeting of the Security Council (S/PV.4538 and Resumption 1) as a starting point for further discussion in the Working Group. It is hoped that they can be built upon in our future debates on the issue.

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Annex I

Conclusions drawn by S. Jayakumar, Minister for Foreign Affairs of Singapore, presiding over the Security Council at its open meeting on the Ad Hoc Working Group on Conflict Prevention and Resolution in Africa, 22 May 2002

1. Let me thank all speakers for their kind words addressed to me and to my delegation. When I opened the meeting this morning, I indicated that I would, at the end of the debate, try to draw, on my own responsibility, some specific conclusions from our discussions, which I hope will feed into both the future work of the Council's Working Group on Africa and the work of the Council on African issues. I also hope to further refine these points and to distribute them eventually to all United Nations Member States on my own responsibility.

2. Before stating these conclusions, I would like once again to thank Ambassador Jagdish Koonjul, Ambassador Amadou Kébé, Ambassador Ivan Šimonović and Assistant Secretary-General Ibrahima Fall for their excellent contributions. On behalf of the Security Council, let me also express our deep appreciation to Assistant Secretary-General Fall for the invaluable contributions he has made to the work of the Security Council. We have immensely benefited from his incisive analysis of issues and his tremendous vision, and we wish him all the best in his new endeavours. There can be no doubt that we have had a rich debate today. When Mauritius and Singapore sent out the letter of invitation to all Members, we had no idea that it would receive such an overwhelming response, with 35 non-members of the Council addressing the Council. The response indicates that there is a great desire on the part of the membership to provide inputs and recommendations for the Council's work on Africa.

3. It is not easy in a brief summary like this to capture the many points that were made today. My remarks should therefore be seen as a first step towards culling the important points made today. I will divide my remarks into two parts. First, I will try to draw out some general points that were made. Secondly, I will try to list some of the specific suggestions that were put across for the Working Group to follow up. Let me apologize in advance if I have left out any major points made by the speakers. We will capture these points in our consolidated summary.

General conclusions

4. Several general points were made. First, as the President of the Economic and Social Council, Ambassador Ivan Šimonović said, "Effective strategies to deal with conflict prevention and recovery require a comprehensive approach" (S/PV.4538, p. 6). Indeed, this is probably one of the main conclusions we could draw from today's debate. Many speakers observed that there had been a series of initiatives on Africa, ranging from the broad New Partnership for Africa's Development (NEPAD) initiative to more specific initiatives. The challenge is to ensure that all these initiatives work together coherently. Here, too, the Working Group can make a valuable contribution.

5. The second general point that emerged from our meeting was a strong appeal made by non-members of the Council for Council members to consider carefully all the points of view put forward today, especially by the African Member States. I

have no doubt that Council members have indeed listened carefully to the points made and, as requested by the African Group, some members also responded to some of these points. As a result, we have had a rich and interactive dialogue. But dialogue is not an end in itself. Several speakers emphasized that the Council needs to work out a partnership with African States in responding to African challenges. We hope that the healthy dialogue we have had today will help create the partnership that many have called for.

6. Thirdly, it was suggested that the Working Group could work out a balance sheet of successes, failures and lessons learned in tackling the problems in Africa. Ambassador Greenstock, for example, suggested a lessons-learned exercise on Sierra Leone. I am citing only one example, but many other concrete examples were cited for lessons-learned exercises.

7. Fourthly, it was suggested that, unlike the Security Council, which tends to be more formal and more reactive, the Working Group, as an informal and ad hoc body, could be more proactive and experiment with innovative measures. This was suggested by the Chairman of the African Group, the Permanent Representative of Benin, and his suggestion may be worth reflecting on.

8. Fifthly, there was broad agreement among all speakers that the Working Group should not duplicate the work carried out by the Security Council. Rather, it would assist the Security Council in its work and provide value-added contributions.

9. Let me turn now to some of the specific suggestions that were conveyed to the Working Group. The specific suggestions relate to the seven items outlined in the programme of work of the Group.

On the Economic and Social Council, the following suggestions were made:

- The Working Group could appoint a representative to work with the Economic and Social Council's advisory group, when it is created, in preparation for the high-level General Assembly meeting on Africa on 16 September, which would include discussions on NEPAD.
- There is a need for the Working Group to adopt an integrated approach and ensure the smooth transition from peacekeeping to peace-building, another area for cooperation between the Security Council and the Economic and Social Council.
- The cooperation between the Working Group and the Economic and Social Council could also address the "failure of partnership" between members of the United Nations family and help to address the economic and social causes of conflict.

On confidence-building in the Mano River region, it was suggested that:

- The Council should listen to the views of African regional organizations, such as the Economic Community of West African States (ECOWAS), on what needs to be done for the region.
- The Working Group could look for joint solutions affecting the three Mano River Union countries, such as joint disarmament, demobilization and reintegration programmes, a joint plan of action against the illicit arms trade

(European Union) and possibly a rationalization of the posts of the two Special Representatives of the Secretary-General.

On the role of the Special Representatives of the Secretary-General in Africa, it was suggested that:

- The Special Representatives should work closely with each other, despite their different geographical mandates, especially in the field of preventive diplomacy.

On assistance to electoral processes, speakers noted that:

- While the Security Council had no direct role in election observation, the Working Group could reflect on formulating rules acceptable to all on a possible partnership between the United Nations Secretary-General and the Organization of African Unity (OAU) Secretary-General to observe electoral processes in the months preceding elections, during elections and during the announcement of the results. This obviously requires careful consideration.
- The Working Group should also help ensure that the Council remains seized of the situation in conflict areas even after successful elections. Premature withdrawals from such areas in the past have led to the re-emergence of factors that could embroil States in yet another conflict.

On the establishment of groups of friends, speakers noted that:

- The idea of groups of friends was a good one, particularly "useful for gathering information about specific situations" (ibid., p. 18) and in the areas of mediation and providing good offices. However, they could not replace the Council in its work.

On the question of cooperation with OAU and subregional organizations, there was a particularly rich discussion:

- One suggestion was for the Working Group to facilitate the circulation of all Central Organ decisions and those of security organs of subregional organizations as United Nations Security Council documents to ensure their effective implementation. It was also suggested that the Working Group could facilitate periodic interaction and dialogue between the Council and OAU and that there could be regular exchanges of early warning information between the Working Group and OAU.

On the question of inviting non-governmental organizations and academics to participate in the work of the Group, many speakers noted that:

- It is useful to have exchanges and seminars involving non-governmental organizations and think tanks, which can contribute to the Council's decision-making.

10. As I said, this brief summary cannot do justice to the rich debate that we had today. My officers had given me a long list of suggestions to mention in my concluding remarks, but, given the lateness of the hour, I could mention only a few. I have no doubt that the Working Group will study in great detail the verbatim

record of all the suggestions and proposals made at this meeting (S/PV.4538 and Resumption 1).

11. The main purpose of today's debate was to provide a stepping stone for the Council to continue focusing actively on the many challenges we face in Africa. We hope that when the next debate is held on this subject, Members will refer to the rich debate we had today and will build on the ideas and suggestions we have received. I am pleased to hear that the United Kingdom will be building on the results of today's debate during its presidency in July. Finally, let me thank you once again for your participation and for your contributions to this debate.

Annex II

Consolidated summary conclusions from the open meeting of the Security Council on the Ad Hoc Working Group on Conflict Prevention and Resolution in Africa

1. At the end of the Security Council's open meeting on 22 May 2002 on the Ad Hoc Working Group on Conflict Prevention and Resolution in Africa, the President of the Security Council, S. Jayakumar, Minister for Foreign Affairs of Singapore, drew, under his own responsibility, oral conclusions to be fed into the future work of the Group. The conclusions were divided into two parts, the first part, drawing out the general points that were made and the second, listing some of the specific suggestions that were put across for the Working Group to pursue. The President undertook to distribute the consolidated summary conclusions and also noted that members of the Council were committed to ensuring serious follow-through on the proposals made at the debate.

2. The key points raised at the open meeting, relating specifically to the seven items outlined in the programme of work of the Group, are detailed in this document. The items in the programme were the following:

(a) Enhancing cooperation between the Security Council and the Economic and Social Council;

(b) Confidence-building in the region of the Mano River Union;

(c) Role of the Special Representatives of the Secretary-General in Africa;

(d) Assistance to electoral processes;

(e) Establishment of groups of friends for specific conflict situations;

(f) Cooperation with the Organization of African Unity and subregional organizations;

(g) Inviting non-governmental organizations and academics to participate in the work of the Group.

3. The points below are neither arranged in any particular order nor intended to be exhaustive. The conclusions may be used in conjunction with the verbatim record of the 4538th meeting (S/PV. 4538 and Resumption 1) as a starting point for further discussion in the Working Group.

Enhancing cooperation between the Security Council and the Economic and Social Council

- Consideration could be given to the participation of a representative of the Working Group in the work of the proposed Economic and Social Council advisory group on African countries emerging from conflicts, when it is established, in preparation for the high-level General Assembly meeting in September on Africa, which would include discussions on the New Partnership for Africa's Development (NEPAD).
- The Working Group, jointly with the Economic and Social Council, could organize donor conferences, encourage joint missions to assess humanitarian situations and ensure that programmes for reconstruction and rehabilitation,

disarmament, demobilization and reintegration are effectively included in all peace agreements.

- There is a need for the Working Group to adopt an integrated approach that is sensitive to social, economic and political developments. There is also a need to ensure the smooth transition from peacekeeping to peace-building. In this respect, the Working Group and the Economic and Social Council advisory group could develop modalities for cooperation.
- There should be coordination between the respective working groups of the Security Council, the Economic and Social Council and the General Assembly. The Security Council should note that post-conflict peace-building is not a Security Council responsibility.
- Cooperation between the Working Group and the Economic and Social Council would address the "failure of partnership" and help to address the economic and social causes of conflict.
- The Working Group can, through facilitating cooperation and interaction among the various United Nations agencies, assist Africa in rebuilding its capacity to manage all aspects of conflict.
- The respective Presidents of the Economic and Social Council and the Security Council could be invited to participate in each other's meetings. There should also be regular meetings between the two organs.

Confidence-building in the Mano River region

- The Security Council should listen to the views of African regional organizations, such as the Economic Community of West African States (ECOWAS), on what can be done to enhance confidence-building in the Mano River region.
- The Working Group can look for joint solutions affecting the three Mano River Union countries, such as joint disarmament, demobilization and reintegration programmes, a joint plan of action against the illicit arms trade and possibly a rationalization of the posts of the two Special Representatives of the Secretary-General.

Role of the Special Representatives of the Secretary-General in Africa

- The Working Group should encourage Special Representatives of the Secretary-General in Africa to meet regularly, possibly with the Secretary-General as well, to discuss issues of common interest. Increased coordination among Special Representatives of the Secretary-General, tapping into their collective wisdom, is desirable.
- Special Representatives of the Secretary-General could be invited to participate in meetings of the Working Group to exchange views and discuss obstacles they face in their work, as well as possible solutions.

Assistance to electoral processes

- The Working Group could look into the different ways the United Nations Secretariat could provide assistance to electoral processes, from start to finish,

at the request of Member States, in accordance with the established election assistance procedures. Alternatively, it could examine whether the Security Council should be limited to announcing its political support for conclusions of United Nations electoral observers on specific elections and to requesting the national actors to respect the outcome of elections.

- While the Security Council has no direct role, the Working Group should reflect on formulating rules acceptable to all on a possible partnership between the United Nations Secretary-General and the OAU Secretary-General to observe electoral processes in the months preceding elections, during elections and during the announcement of the results.
- The Working Group should look into logistical and financial assistance for elections, because successful elections depend on reliable electoral rolls, which, in turn, require proper and credible censuses.
- Alternatively, the United Nations and OAU could consider the creation of a joint monitoring unit.
- The Working Group should also help ensure that the Security Council remains seized of the situation in conflict areas even after successful elections. Premature withdrawals from such areas in the past have led to the re-emergence of factors that could embroil states in yet another conflict.

Establishment of groups of friends

- The Working Group should ensure that groups of friends are open to any Member State that can and is willing to make a difference. It should also ensure that African members are actively involved.
- Groups of friends are particularly useful for gathering information about specific situations and in the areas of mediation and providing good offices. However, they should not replace the Security Council.

Cooperation with OAU and subregional organizations

- The Working Group should facilitate, to the extent possible, the circulation of all OAU Central Organ decisions and those of security organs of subregional organizations as United Nations Security Council documents to ensure their effective implementation.
- It could also facilitate periodic interaction and dialogue between the Council and members of the Central Organ (the future African Union Peace and Security Council), with the Secretaries-General of the two institutions and in formal meetings of the Security Council. These periodic interactions should be aimed at reviewing approaches for further collaboration between OAU and the Security Council in the following areas:
  - (a) Conflict prevention, peace-building and post-conflict reconstruction and rehabilitation;
  - (b) Regional dimensions of conflicts in Africa;
  - (c) Regular briefings by Special Representatives and Envoys of the Secretaries-General of the two organizations, preferably carried out jointly.

- The Working Group Chairperson and African members of the Security Council could, when the need arises, be invited to statutory meetings of the OAU Central Organ.

- There should be regular exchanges of early warning information between the Working Group and OAU.

- The Working Group could ensure that Council missions to Africa include a representative of the OAU secretariat. Consideration could be given to joint missions to the field between the Council and the OAU Central Organ.

- The OAU policy of not allowing Heads of Government who came to power through a coup d'état to participate in the organization's deliberations and activities is a most welcome one that the United Nations could consider emulating.

- The Working Group should facilitate periodic meetings and constructive dialogue between members of the Security Council and members of the future African Union Peace and Security Council. It could also rationalize the system of international exchanges between the Security Council, the United Nations Secretary-General and all African regional and subregional organizations.

Inviting non-governmental organizations and academics to participate in the work of the Group

- It is useful to have exchanges and seminars involving non-governmental organizations and think tanks, which can contribute to Council's decision-making.

- While the importance of civil society is accepted, it is also important to note that non-governmental organizations and academia have proved more successful in resolving socio-economic issues than political ones, which fall under the purview of the Security Council.

Other proposals for inclusion in the programme of work

- The Working Group could look into the practical implementation of schemes to eliminate the illicit arms trade, through regional initiatives such as the ECOWAS moratorium on small arms, and taking into account the work of the respective panels of experts for Angola, Liberia and Sierra Leone. The Working Group could also approach the Permanent Representatives of Member States whose nationals may be involved in supplying such illicit arms to find ways to end such trade.

- The Working Group should encourage local initiatives in preventing conflicts, particularly through civil society and councils of elders.

- The Working Group should review all Security Council resolutions on Africa and assess which promises have materialized and which ones have not, thereby giving the Security Council a better sense of what works and what does not.

- While the Working Group can look into the implementation of Security Council decisions, care must be taken to avoid duplicating the mechanisms and work currently undertaken by the Secretariat, the Special Representatives of the Secretary-General, etc.

- Partnership and dialogue generated through the Working Group could be used to help improve the implementation of sanctions, particularly in terms of how exit strategies could be better devised. Reference was made to the need for targeted sanctions that would not affect civilians and neighbouring countries.
- As Africa undertakes its own initiatives under NEPAD, the Working Group can provide a channel for the international community to reciprocate and to initiate reinforcing programmes.
- The Working Group can also identify and engage prominent regional and subregional leaders who can play useful roles in bringing peace to their respective areas. The critical role of such leaders in the past has yielded positive results.
- The Working Group could address issues concerning internally displaced persons and refugees as an integral part of conflict resolution.

General points

- Like the Counter-Terrorism Committee, the Ad Hoc Working Group on Conflict Prevention and Resolution in Africa should also brief non-members regularly, if not after every meeting. Such transparency is desirable and will enable interested non-members to remain engaged and involved in the process.
- All the Security Council members have in a sense "become Africans" in embracing the hopes and problems of the continent. Only by continuing to be actively involved in Africa will Security Council members be able to deal decisively with the issues of the continent.
- The Security Council must engage with all African Members equally. It should not use the excuse of "waiting for good governance" before intervening effectively.
- Peace and development are linked. The Security Council and the Working Group cannot consider peace and security alone without due consideration of development for Africa.